GROUP HOME MONITORING REPORT

1984

JULY 5, 1985

CITY OF TORONTO. PLANNING AND DEVELOPMENT DEPARTMENT

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July 5, 1985

To: Land Use Committee
Neighbourhoods Committee

Subject: Group Home Monitoring Report, 1984

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Origin: City Council, April 3, 1983 (c71luc85357:48)

Comments:

1. Introduction

At its meeting of April 3, 1983 City Council adopted my report dated February 17, 1983 entitled Group Homes Community Outreach Program. Recommendation No. 6 of that report stated:

> "That Council request the Commissioner of Planning and Development to report to Council on the outcome of the Group Homes Community Outreach Program and that he submit an annual Group Homes Monitoring Report for 1983, 1984 and 1985 at the end of each year."

I submitted the Report on the Outcome of the Group Homes Community Outreach Program on July 11, 1984 to the Neighbourhoods Committee. I am now submitting to your Committee and to the Neighbourhoods Committee this report on group home activity in 1984 regarding the establishment of new programs, their distribution and the client groups served.

On May 22, 1985, the Land Use Committee requested me to report on the number of group homes opened in the City of Toronto as compared with the Area Municipalities, the areas of public education respecting group home objectives that could be pursued, and an evaluation of the proficiency of operators of group homes. I will address these issues in this Monitoring Report.

2. Total Number of Group Homes

As of December 31, 1983, there were 93 residential care facilities in the City of Toronto. During 1984, two facilities were closed. On December 31, 1984 there were 95 residential care facilities in the City of Toronto, a net increase of 2 since 1983. This includes group homes of six to ten residents exclusive of staff and facilities of more than ten residents which existed prior to the passing of the group home by-law and are not defined otherwise in the zoning by-law. There were 68 residential care facilities

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serving 6-10 residents and 27 legal non-conforming residential care facilities with respect to capacity (number of licensed beds).

The residential care facility definition does not include facilities of three to five residents as do the Provincial and Metropolitan Toronto definitions of group home. Nor does it include one-family dwelling houses under the control of the Children's Aid Societies and the Jewish Family and Child Services of not more than six foster children in R2, R3 and R4 districts. These uses are defined separately by the zoning by-law. The Planning and Development Department does not monitor these uses as it does residential care facilities.

It is useful for purposes of comparison to include facilities of 3 to 5 beds in the total number of group homes. In 1984, there were ninety-nine 3 to 10 bed group homes in the City of Toronto according to the information provided by the Provincial Secretariat for Social Development.

New Group Homes

In 1984, 6 new group home programs were established in the City of Toronto. The date of establishment is that of the issuance of the building permit to establish a residential care facility.

Four of the new programs were established at new locations and two of the new programs were established in existing facilities. Since 1978, a number of group home programs have ceased operation and have been replaced by new programs, often serving a different client group. Sometimes the service provider has remained the same, while other times a new service provider has established a group home. When a service provider establishes a group home in a facility whose immediate prior use was not as a group home, then this group home is defined as new.

Distribution of Group Homes

The distribution of group homes within the City of Toronto in 1984 is shown below in Table 1. It includes the total number of group homes that were established by December 31, 1984 in existing and new locations since the passing of the group home by-law. In one instance, a building permit was issued in 1984 but the program is not yet operational.

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TABLE I: Distribution of Group Homes in City of Toronto
(as of December 31, 1984)

Ward	Total	New Programs						
	1984	1984	1983	1982	1981	1980	1979	1978
1	6	0	0	2(1)	0	1(1)	0	0
2	13	0	0	1(1)	0	0	0	0
3	5	1	1(1)	0	0	0	0	0
4	6	0	1	0	0	0	2(2)	0
5	16	0	0	0	0	0	0	0
6	7	0	0	0	0	0	0	0
.	11	0	1	1	1(1)	0	0	1(1)
8	14	1(1)	1	2(2)	0	0	3(3)	0
9	7	2(2)	1(1)	0	0	0	0	0
10	3	0	1(1)	0	0	0	0	0
11	7	2(1)	1(1)	2(2)	0	1(1)	0	0
City Total	95	6(4)	7(4)	8(6)	1(1)	2(2)	5(5)	1(1)

The total number of group homes that was established in each year includes new programs in existing locations and new locations.

The figures shown in brackets denote new programs established in new locations.

5. Client Groups Served

Table 2 below shows the number of group home programs established in the City of Toronto in 1984 by type, responsible government agency and service provider.

TABLE 2: 1984 New Group Home Program By Type, Responsible Government Agency and Service Provider

Number	
2 -	Children's Residences, Ministry of Community and Social Services. Operated by a Circle of Children (private, commercial) and Viking House.
1 -	Youthstart Residence, Ministry of Community and Social Services, Toronto Boys Homes.
1 -	Community Support Residence for Developmentally Handicapped, Ministry of Community and Social Services, John Howard Society.
1 -	Residence for Mentally Handicapped Children, Ministry of Community and Social Services, The Salvation Army.
1 -	Satellite Home for Seniors, Metropolitan Toronto Community Services Department, Toronto Jewish Congress.

New Group Homes in Other Area Municipalities

During the past several years, few new group homes were established in the other area municipalities. One major reason for the lack of activity is that several of the local Councils were awaiting the decision of the Ontario Municipal Board on the Metro group home policy. The O.M.B. decision that upheld Amendment No. 3 to the Metropolitan Official Plan was announced on November 1, 1984. Since that time, area municipalities have been reviewing their respective by-laws and taking appropriate action to insure conformity with the amended Metro Official Plan. In my opinion, it is premature to begin to evaluate the impact of the O.M.B. decision, as many of the larger service providers are waiting until the other municipalities amend their by-laws before opening additional group homes.

The following Table 3 provides a Profile of Group Homes by Area Municipality in Metro. It should be noted that in East York, Etobicoke, North York, Scarborough and York, the licensed capacity of group homes is 3 to 10 residents exclusive of staff.

Metropolitan Toronto Group Home Profile
(as of December 31, 1984)

Municipality	Number of Group Homes	Number of Homes Established in 1984
City of Toronto	99	6
East York	9	0
Etobicoke	8	0
North York	20	6
Scarborough	15	9
York	1	0
Total throughout Metro	152	21

* for purposes of comparison, City of Toronto figures include group homes for 3-10 residents.

Source of data: Metro Planning and Planning Departments in each Area Municipality.

This table indicates that service-providers have begun to establish group homes in North York and Scarborough even though those by-laws are in the process of revision. I anticipate that the level of activity will increase in the other area municipalities as the revised by-laws are approved.

The Inter-Agency Committee on Group Homes, which includes the Children's Aids Societies, the Supportive Housing Coalition, and several other large organizations that provide residential services, has indicated to my staff that they are committed to establishing new group homes outside of Toronto. At this point, they look forward to increased activity in the other municipalities. From the viewpoint of serving community needs well, the organizations often prefer to locate closer to their respective client groups.

Discussion

A review of group homes in the City of Toronto and in Metro highlights several patterns. Of the six new programs established in 1984, two were started in existing facilities. This occurence is a continuation of a pattern which has existed for several years.

Three of the four programs that were established in new locations started in Wards 9 and 11 where relatively few group homes were located. To some extent, I believe that the zoning by-law's 245m distancing requirement has encouraged service-providers to locate away from areas, such as Wards 2,5,7 and 8, where several group homes are located, as it was designed to do. The continued availability of capital funding for social housing from Canada Mortgage and Housing Corporation (CMHC) has also enabled organizations to locate in a wider range of residential areas.

There did not appear to be one particular type of new residential care facility that received a large share of the funding in Toronto. However, in 1985 the Ministry of Community and Social Services and the Ministry of Corrections assumed additional responsibility for adolescents under the jurisdiction of the Young Offenders Act.

Both Ministries have indicated that the establishment of residential care facilities for these young people is a high priority. The Ministry of Community and Social Services has responsibility for adolescents under 16 years of age who are placed in open custody, while the Ministry of Correctional Services has responsibility for placing those young adults from 16-18 years who are placed on probation or in open custody. Ministry staff estimate that fifty additional beds will be established in Metro in 1985. Several service-providers involved in serving adolescents have indicated that they will meet with several municipalities in an attempt to locate outside the City of Toronto when it is appropriate and feasible.

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In 1985, as in 1983, the Ministry of Health will fund several supportive housing initiatives for ex-psychiatric patients. The Housing Implementation Committee, which is charged with the implementation of the recommendations of the Gerstein Report, plans to establish one group home in the City of Toronto and one in another municipality in Metro during the next year. Planning for a crisis care facility for former psychiatric patients is also underway. Thus, I anticipate that the expansion of group homes will continue in the City at a constant level and in the other area municipalities at a more rapid rate.

Public Education

As I reported in July, 1984, the Community Outreach Programme, which included meetings with senior government officials, service providers and leaders of community organizations, provided a useful forum in which information was exchanged and linkages among individuals and groups with a common interest in group homes were created. It is important to note that the Outreach Programme was one initial step in a longterm process of public education about supportive housing.

Since the completion of the initial phase of the programme, the Group Homes Coordinator, in conjunction with the area planners, have met with service providers to explain the by-law and the technical steps necessary to establish a group home and to interpret City Council's policy regarding community consultation. This staff assistance is intended to ensure that service - providers uphold the spirit of the guidelines for Neighbourhood Dialogue. Staff also meet with residents and community groups who have questions or concerns about the zoning by-law and/or a new facility that has been established in a community.

It should be noted that my Department receives few inquiries regarding residential care facilities already in operation and, thus, an integral part of the community. The most apparent interest in any group home usually occurs at its inception. At this time, staff of this Department have been and will continue to be available as a resource to elected officials, residents, and service - providers.

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Evaluation of Proficiency of Group Home Operators

The zoning by-law regarding residential care facilities states that:

> "... such facility is supervised, or the members of the group are referred, by a hospital, court or government agency; or such a facility is regulated or supervised under any general or special Act;..."

As part of my Department's enforcement of the by-law, staff meet with potential service providers to determine if their proposal is bona fide. Consultation with the licensing body is also undertaken. When a service-provider applies for C.M.H.C. funding, City approval is requested from the Commissioner of Buildings and Inspections and/or myself. Thus, there are several ways in which the City is involved in the approval of group home service-providers.

In general, most service providers cooperate quite willingly with City guidelines, which include the recommendations for community consultation. There is a burgeoning network among service-providers which, to some extent, serves as type of informal, peer evaluation. The larger organizations tend to have more administrative staff with a wider range of expertise. In general, these organizations seem to integrate well into the community. Most of the smaller and newer service-providers rely heavily on volunteer boards of directors. Some boards of directors are more successful than others in securing human and material resources. Staff of my Department encourage service-providers to involve local residents on neighbourhood advisory groups and/or at the board level. This enables residents to influence directly the operation of a group home.

I believe that our current level of involvement is appropriate and sufficient with respect to the evaluation of the proficiency of service-providers, given that the responsibility for licensing the programmes lies with the provincial and/or the federal government.

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Summary

As the need for supportive housing for various client groups continues to be identified and served, the number of group homes in Metro will increase. In 1984, there were 95 residential care facilities in the City of Toronto. During that same year twenty-one group homes were established or registered in the other five area municipalities. As the local by-laws are brought into conformity with the Metro Official Plan, group homes will be able to exist under as-of-right zoning in all municipalities within Metro, I expect that the other municipalities will accommodate many of the new group homes in future years.

The City of Toronto has adopted guidelines that advise service providers to involve the local community as new facilities are established. This policy attempts to ensure that informed neighbourhoods will continue to integrate supportive housing initiatives.

RECOMMENDATIONS:

1. That this report be received for information.

Stephen G. McLaughlin
Commissioner

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